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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its 2007 report, the Special Committee on Peacekeeping Operations requested the Secretary-General to submit a report on progress made in the implementation of the recommendations contained therein. The present report outlines progress made on the three broad challenges facing United Nations peacekeeping today: (a) to deliver full support to the 18 current operations and ensure that the 2 new operations — to Darfur and Chad/Central African Republic — are planned, equipped and deployed on time; (b) to complete the implementation of the restructuring of the Department of Peacekeeping Operations and the Department of Field Support as approved by the General Assembly in 2007; and (c) to continue the broader reforms and strengthening of United Nations peacekeeping, as set out in the Peace Operations 2010 plan. The report reflects activities on these fronts over the past 12 months and also sets out the issues and dilemmas for peacekeeping in the year ahead.

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I. Introduction

1. Three broad challenges face United Nations peacekeeping today. The first is to deliver full support to our 18 current operations and ensure that the 2 new operations — that is to Darfur and Chad/Central African Republic — are planned, equipped and deployed on time. Second, we must complete the implementation of the restructuring of the Department of Peacekeeping Operations and the Department of Field Support as approved by the General Assembly in its resolution 61/279. Third, we must continue the broader reforms and strengthening of United Nations peacekeeping, as set out in the Peace Operations 2010 plan. The present report to the Special Committee on Peacekeeping reflects activities on these fronts over the past 12 months and also sets out the issues and dilemmas for peacekeeping in the year ahead.

2. Support to United Nations peacekeeping within the Member States continues to grow. In the past 12 months alone, an additional six Member States have contributed uniformed personnel to United Nations peacekeeping operations, bringing the total number of troop- and police-contributing countries to 119, a historic high. I would like to express appreciation to Burundi, Colombia, Cyprus, the Democratic Republic of the Congo, Qatar and the former Yugoslav Republic of Macedonia for their new contributions.

3. That the United Nations continues to require increased personnel, financial contributions and specialized peacekeeping capacities is a reflection of the continuing recourse to multidimensional peacekeeping as a key instrument of the international community for the maintenance of international peace and security. This is amply demonstrated by the ongoing intensive preparations to deploy two of our most complex peacekeeping operations to date, to Darfur and Chad/Central African Republic. In addition, the Secretariat continued to manage and sustain the 18 peace operations already deployed, sometimes in deteriorating security situations, such as Afghanistan and the Democratic Republic of the Congo, as well as in challenging political environments, such as Côte d'Ivoire, Kosovo and Lebanon. Integrated efforts and engagement by peacekeeping operations remained necessary to consolidate the ongoing stabilization of other countries emerging from conflict and instability, such as Burundi, Haiti, Liberia, Sierra Leone and Timor-Leste.

4. The present report explains how the United Nations continues to respond to the escalating demands being placed upon United Nations peacekeeping. In section II, it assesses the current status of implementation of the restructuring plan authorized by the General Assembly in its resolution 61/279. In section III, it examines how progress on implementation of Peace Operations 2010 is further strengthening United Nations peacekeeping. In section IV, the report sets forth a number of key challenges regarding, in particular, the role of the Member States in supporting peacekeeping operations. A supplementary matrix detailing the Secretariat's implementation of the recommendations made by the Special Committee in its 2007 report,[1] is set out in an addendum to the present report (A/62/627/Add.1).

[1] A/61/19 (Part II). For the final text, see *Official Records of the General Assembly, Sixty-first Session, Supplement No. 19*.

II. Status of implementation of the restructuring of peacekeeping

5. My proposal to restructure the United Nations peacekeeping capacities was aimed at strengthening the management and oversight of peacekeeping resources and the support provided to peacekeepers so as to ensure that they can make a real difference in the lives of the people they are sent to serve. This package was also designed to add momentum to the implementation of the ongoing reform programme of the Department of Peacekeeping Operations, Peace Operations 2010. In turn, the General Assembly recognized the need to strengthen the capacity of the Organization at Headquarters to maintain and sustain peacekeeping operations in the light of the surge in the demand for complex and multidimensional peacekeeping operations.

6. Implementing the restructuring represents a particular challenge, as support to current operations and planning for future missions cannot be disrupted. Since the establishment of the Department of Field Support on 1 July 2007, the Department of Peacekeeping Operations and the Department of Field Support, the Peacekeeping Group, have worked in as seamless and effective a manner as possible to implement the restructuring package. The restructuring of peacekeeping capacities and structure has been guided by six key principles: (a) ensuring unity of command; (b) giving priority to the field; (c) establishing clear lines of reporting and communications; (d) keeping the implementation process straightforward; (e) ensuring the integration of efforts; and (f) ensuring coherence in strategy and policy.

7. A joint Department of Peacekeeping Operations-Department of Field Support team was set up to oversee and guide the implementation of the restructuring package. The restructuring plan of the two Departments focuses on eight priority areas:

(a) Establishment of common policies and processes for the activities of the two Departments;

(b) Selection for senior positions;

(c) Selection of new personnel, including the establishment of integrated operational teams;

(d) Development and conduct of training programmes;

(e) Development and implementation of evaluation mechanisms;

(f) Provision of suitable and sufficient office space;

(g) Provision of information technology, communications support and information management support;

(h) Outreach and information, to Member States and internal and external partners, as well as internally to the staff of the two Departments.

8. As at the time of writing, the Assistant Secretary-General for Peacekeeping Operations, the Assistant Secretary-General for the Rule of Law and Security Institutions, and the Chief of Staff in the Department of Peacekeeping Operations have been appointed. The remaining Assistant Secretary-General position in the Department of Peacekeeping Operations, the Military Adviser, is expected to be

filled in the first quarter of 2008, while the two positions of Africa regional division directors at the D-2 level are expected to be filled in January 2008. In the Department of Field Support, the Directors for the Divisions of Field Budget and Finance and of Field Personnel are to be appointed by the end of December 2007. An Assistant Secretary-General has been appointed as the Officer-in-Charge of the Department of Field Support. The position of Under-Secretary-General for Field Support has been advertised. I welcome the support of the Member States in identifying suitably qualified candidates, in particular female candidates, for this important post.

9. The recruitment of staff for both Departments is proceeding with deliberate speed. It is projected that the majority of the 152 new posts authorized for the two Departments will be filled by early 2008.

10. The offices of the Under-Secretary-General for Peacekeeping Operations and the Under-Secretary-General for Field Support and their key staff have been co-located on the same floor. Co-location facilitates interaction and coordination between the Departments, and in particular, facilitates the Officer-in-Charge of the Department of Field Support in reporting and taking direction from the Under-Secretary-General for Peacekeeping Operations on all matters falling within the purview of the Department of Peacekeeping Operations. Securing office space to accommodate new staff and ensure the co-location of the integrated operational teams, an essential element of the matrix management approach to mission planning and management to be utilized by the integrated operational teams, remains a serious challenge.

11. All special representatives of the Secretary-General for peacekeeping operations were briefed in October by the senior management team of the Department of Peacekeeping Operations and the Department of Field Support on the restructuring and peace operations and have also been kept updated on developments and the impact of the restructuring on them. The two Departments have held regular joint town hall meetings to update staff on the restructuring, and updates are also available on the Intranet of the Department of Peacekeeping Operations-Department of Field Support.

12. The restructuring process has been supported by information management and information technology in terms of creating new correspondence and record management, as well as archiving and routing systems to reflect the establishment of the Department of Field Support. A compendium of information management resources is also being compiled to serve both Departments. A focus is being maintained on communications and information sharing.

13. A number of evaluation mechanisms with key performance indicators are being developed jointly by both Departments. A software system is being developed in order to allow United Nations Headquarters to have real-time access to information and indicators on a broad range of operational activities, and is expected to be functional by June 2008.

Office of the Under-Secretary-General for Peacekeeping Operations

14. The newly authorized position of Chief of Staff in the Department of Peacekeeping Operations, with primary responsibility to monitor and oversee the internal management of the Department on behalf of the Under-Secretary-General,

was filled in early October. As part of those functions, the Chief of Staff has been given responsibility for oversight of the overall implementation of the restructuring package in coordination with the Director, Department of Field Support, as set out in paragraph 7 above. Priority has been given to the recruitment of senior appointments in the Department of Peacekeeping Operations and the Department of Field Support approved by the General Assembly, all of which should be filled by early 2008; the establishment of the integrated operational teams, all of which should be operational during the first quarter 2008; and the modification of policies, procedures and work processes, beginning in the areas of communications and information management, to reflect the establishment of the Department of Field Support, and to increase the coherence and efficiencies at Headquarters in support of peacekeeping operations.

15. The Public Affairs Unit within the Office of the Under-Secretary-General for Peacekeeping Operations was created on 1 July 2007. Effective public relations and communications is a vital part of supporting operations, protecting the investment of the international community in peacekeeping and ensuring the safety and security of United Nations personnel. The creation of the Unit has enabled more effective management and oversight of media relations and public information activities for the two Departments. The Unit establishes public communication priorities, manages day-to-day media affairs and press relations, is responsible for general oversight of external and internal communications, including representational activities, and, in close cooperation with the Department of Public Information, helps to explain the work of peacekeeping while providing public information support and expert advice to field missions and Headquarters staff. With the continuing and unprecedented growth in peacekeeping activities, additional resources will be required to ensure that the Unit is able to match demand and execute the totality of its communications responsibilities.

16. The transfer of the Situation Centre from the Office of Operations to the Office of the Under-Secretary-General was effective as of 1 July 2007.

Office of Operations

17. The complexity, volume and scope of peacekeeping today requires an intensity and frequency of interaction among key peacekeeping actors at Headquarters on strategic, policy, planning and day-to-day operational matters. As such, the Secretariat has initiated the establishment of dedicated full-time integrated operational teams, comprising political, military, police and support specialists, located within the regional divisions of the Office of Operations and supported by thematic advisers. I had initially proposed to the General Assembly the establishment of seven teams with six specialist officers (two military, two police and two support officers) in each team. Twenty-five out of the requested 42 specialist officer posts and 7 General Service posts were approved. As a result, six teams, of mixed composition and structure are currently being established, providing for at least one team in each of the four current Office of Operations regional divisions, although not all teams will benefit from the full capacity of specialist resources. In the meantime, the 25 new specialist posts have been advertised and posted on the Galaxy website or distributed to Member States for nomination of candidates and recruitment is expected to be completed in the first quarter of 2008.

18. The composition of the integrated operational teams is as follows:

(a) Africa I will have two full-complement integrated operational teams — one team will focus on Darfur and the other will focus on the United Nations Mission in the Sudan (UNMIS) and the other missions/teams in Africa I;

(b) Africa II will have two full-complement teams, one for West Africa and the other for the Great Lakes;

(c) The Europe and Latin America Division will have one full-complement team;

(d) The Asia and Middle East Division will have one team with the specialist officers (military, police and support) shared among two sub-teams (one for Asia and the other for the Middle East).

19. The first integrated operational team was established at the end of October 2007. Given the unprecedented scale, complexity and start-up demands of the African Union-United Nations Hybrid Operation in Darfur (UNAMID), it was considered essential to ensure integrated efforts in support of its deployment. The Darfur team has already provided a more comprehensive and efficient mechanism for integrated mission planning, management and support, including, for example, the development of an integrated deployment plan covering all mission elements. The team has also been able to respond to mission-specific issues on a more comprehensive and timely basis, including regarding the use of specialized assets. The experience thus far bodes well for the success of the other teams.

20. The other five integrated operational teams will be established as soon as specialist officers are recruited in early 2008. Thematic advisers, for example judicial, disarmament, demobilization and reintegration, security sector reform, gender and mine action officers, will support or participate in the teams as and when necessary. It is not currently possible, however, to have full-time thematic advisers on the teams given resource constraints. The teams will be pivotal in ensuring close coordination and liaison with United Nations partners outside the Department of Peacekeeping Operations and the Department of Field Support, including through existing integrated mission task forces, and related interdepartmental mechanisms. The teams will be essential to ensuring successful integrated support to missions, and given their limited numbers they will be stretched to meet the demands of the increasingly complex and expanding range of mission tasks.

21. A small ad hoc capacity has been put in place in the Office of Operations to provide for the training and guidance needs of political affairs officers. This capacity is also addressing some of the needs of the specialist officers on the integrated operational teams. As the team concept and approach are new, more systematically developed guidance and training for all members of the teams will be critical to their success.

Office of Military Affairs

22. The Military Division was renamed the Office of Military Affairs, and the position of the Military Adviser upgraded to the Assistant Secretary-General level, as recommended by the Special Committee on Peacekeeping Operations, effective 1 July 2007. A highly qualified candidate had been selected and announced as the Military Adviser, but the candidate was subsequently withdrawn. Therefore, in early

November, the Department of Peacekeeping Operations requested the five top troop-contributing countries to nominate candidates, in line with requests of Member States that candidates representing troop-contributing countries be given due consideration for senior peacekeeping positions.

23. Selection of the new seconded military officers authorized by the General Assembly is ongoing, and they are expected to arrive between January and May 2008. The objective of the Department of Peacekeeping Operations is to strengthen the capacity of the Office of Military Affairs to support field missions in both routine and crisis situations, and thus promote confidence of Member States in the military oversight by United Nations Headquarters. To this end, the Office will increase its capacity through balancing refinements in the structure of the strategic military cell of the United Nations Interim Force in Lebanon (UNIFIL), with improvements in the Office of Military Affairs, incorporating the strongest features of the strategic military cell and making them available to all missions, and also examining current functions of the Office. This effort has highlighted the need for key military specialties, including maritime, aviation, signals and military information collection and analysis expertise to strengthen versatility of the Office and its coordination and execution of support to all types of operations.

24. In the interest of resource efficiency and unity of effort, the strategic military cell will be reduced in size and incorporated into the Office of Military Affairs as a separate, but integral, crisis cell. The strategic military cell/crisis cell will continue to provide critical support, directed by a general officer who will routinely report to the Under-Secretary-General through the Military Adviser, with direct access to the Under-Secretary-General in the event of a crisis or other exigency. The strategic military cell/crisis cell will maintain its key capacities until such time as those capacities have been added to the mission and structure of the Office.

25. The aforementioned enhancements would provide the Office of Military Affairs with the additional capacity needed to meet ongoing requirements of the peacekeeping surge. However, key troop-contributing countries can and should play a pivotal role in augmenting the surge efforts of the Office, particularly in the planning phases of new or fundamentally changed operations. The Department of Peacekeeping Operations will review modalities to that end.

Office of the Rule of Law and Security Institutions

26. Responding to the need underscored in the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809) for a comprehensive and holistic approach to the rule of law incorporating police, judicial, legal and correctional elements in United Nations peace operations and a strengthened and integrated approach to rule of law and security and reflecting experience to date, the Office of the Rule of Law and Security Institutions was formally established within the Department of Peacekeeping Operations in July 2007. The Assistant Secretary-General for the Rule of Law and Security Institutions assumed his new functions in early September 2007. More than a collection of individual entities, the Office consolidates into one office the following existing capacities: police, justice, corrections, mine action, disarmament, demobilization and reintegration, as well as establishing a new security sector reform capacity. The Office provides support primarily to United Nations peacekeeping operations. It also has certain global responsibilities within the United Nations system. These include providing

assistance at the Headquarters level on police and correctional matters in the context of countries with no peacekeeping missions. The new security sector reform capacity is assisting in articulating the role and activities of the Organization as a whole in this field. Finally, the Office includes the United Nations Mine Action Service, which is mandated to coordinate and to provide services to various United Nations entities outside the Department.

27. A key task of the Office of the Rule of Law and Security Institutions is to provide, in close coordination with the Office of Operations, strategic advice and guidance relating to rule of law and security institutions to the integrated operational teams and to the Office of the Rule of Law and Security Institutions counterparts in missions. With regard to the latter, steps have already been taken to ensure closer collaboration and to strengthen early dialogue on reports of the Secretary-General, reviews of Security Council mandates, budgets, results-based frameworks and performance reports, to ensure that timely technical advice is incorporated. Within the Office of the Rule of Law and Security Institutions, formalized planning processes will bring together all components to provide coherent support to missions. The pillar has also commenced an inventory of all rule of law and security related projects planned and implemented by the missions, United Nations country teams, bilateral, national authorities and non-governmental organizations in order to provide a global picture that will allow for improved strategic planning. The Office is also working closely with key partners, including members of the Rule of Law Coordination and Resource Group. Attention is also being paid to strengthening the capacities of Headquarters, given the inadequate staffing levels as related to the range of mandated tasks and the number of counterparts requiring support in field missions.

28. The United Nations police are increasingly assigned the task of realizing complex reform and restructuring and rebuilding mandates within integrated rule of law frameworks. As such the location of the Police Division within the integrated structure of the Office of the Rule of Law and Security Institutions is a further step towards a more holistic approach to the rule of law work undertaken by field missions. At the same time, the Police Adviser, who joined the Department of Peacekeeping Operations in September, continues to be a member of the senior management team of the Department and has direct access to the Under-Secretary-General for Peacekeeping Operations as and when required.

29. Since the last overview report on the Department of Peacekeeping Operations (A/61/858 and addenda), the authorized strength of police components of peacekeeping operations has increased by over 65 per cent: new United Nations missions with significant police components and complex mandates have been authorized in Darfur and Chad. The Police Division must support up to 16,000 United Nations police officers active in 18 peace operations in 2008 and beyond. Supporting this increasingly large and complex demand requires dedicated experts and specialists, especially for some key areas of work, including strategic development as well as mission support.

30. Further to the General Assembly's allocation of security sector reform capacities, the Office of the Rule of Law and Security Institutions has prioritized recruitment of security sector reform experts. Next steps include the development of security sector reform policy, guidance and training, establishment of a roster of qualified experts and the provision of strategic and technical support to those

peacekeeping operations with a security sector reform mandate. In addition, at the request of the Special Committee, a comprehensive report of the Secretary-General on security sector reform is being prepared. This report represents an important opportunity to develop a holistic and coherent approach to security sector reform within the United Nations system. While it will emphasize the role of the United Nations in post-conflict/peacekeeping contexts, it will also address the prevention, peacebuilding and longer-term development aspects of security sector reform. It will take stock of lessons learned and highlight the reality that United Nations engagement is only one element of a broader international commitment to support States and other national actors in undertaking security sector reform.

Policy, Evaluation and Training Division

31. The Policy, Evaluation and Training Division was established on 1 July 2007. The Division comprises the existing Peacekeeping Best Practices Section and the Integrated Training Service, and small new teams for evaluation and for partnerships. It provides an integrated capacity to develop and disseminate policy and doctrine; capture and share best practices; develop and deliver standardized training; evaluate mission mandate implementation; and develop strategic cooperation with various peacekeeping partners. The Division provides support to both the Department of Peacekeeping Operations and the Department of Field Support as a common platform and demands on its services are expanding along with the surge in peacekeeping.

32. Commonality of approach in policy, guidance and training ensures that field missions share common methodology and standards. To that end, the Peacekeeping Best Practices Section provides guidance materials to all Headquarters and field personnel through the peace operations Intranet and supports all missions through electronic networks, known as communities of practice, for specialized mission elements, such as gender and rule of law. Recent guidance material has covered joint operations centres, joint mission analysis centres, risk management and quick impact projects.

33. The operations of the newly established evaluation team and the partnerships team are still in their formative stages. An evaluation of the United Nations Truce Supervision Organization (UNTSO) has been completed and three more evaluations are slated before 30 June 2008. Revised guidance material for evaluation teams is under development.

34. The partnerships team has made good progress in its work with regional organizations and development partners. As examples, the Department of Peacekeeping Operations has built on the lessons and experience of cooperation with the European Union force for the Democratic Republic of the Congo, and has developed coordination mechanisms with the European Union to facilitate joint planning and activity when the European Union engages in support of a United Nations peacekeeping mission. Good progress has also been made on cooperation with the World Bank. The partnerships team has developed guidelines on joint operational initiatives with the World Bank, implemented in an undertaking in Haiti.

III. Status of progress on the implementation of Peace Operations 2010

35. In 2005, the Secretariat outlined Peace Operations 2010, a vision for reform formulated in close consultation with the Member States and designed to equip peacekeeping to meet current and future challenges based around five components essential to successful peace operations: personnel, doctrine, partnerships, resources and organization.

36. Efforts to promote gender equality in peacekeeping continue apace, using a three-pronged approach aimed at developing and revising policy and guidance materials, facilitating outreach to women in post-conflict countries and drawing on their contributions to inform all aspects of the transitional agenda, and increasing the recruitment and deployment of women to peacekeeping.

Personnel

37. As Secretary-General, I am committed to increasing the number of women serving in the field, and, in particular, to ensuring their participation in leadership positions and in operational military and police roles. The deployment of women enhances the operational impact of peacekeeping. It facilitates engagement with local women, which in turn improves information gathering, outreach to the local population and understanding of the operational context — all crucial factors to the success of any mission. Women peacekeepers also serve as role models and catalysts to increase the participation of local women in post-conflict processes. Moreover, the increased participation of senior women peacekeepers strengthens the credibility of the United Nations to more effectively advocate for democratic and inclusive governance in post-conflict countries, by serving as a standard-setter, including through the composition of its own personnel.

38. The Secretariat took a number of concrete steps during 2007 to recruit senior women peacekeepers. Since February, the number of women serving in senior civilian positions has increased by more than 40 per cent, and they now comprise 17 per cent of the total senior positions. A woman was appointed as my Special Representative to lead the United Nations Mission in Liberia (UNMIL), and female deputy heads of mission were appointed in the Sudan, Burundi and Liberia. The United Nations Integrated Office in Burundi (BINUB) and the United Nations Peacekeeping Force in Cyprus (UNFICYP) have appointed women as Senior Police Advisers and a female candidate has also been selected and appointed as Deputy Police Commissioner of UNAMID. While we still have far to go, the momentum towards achieving greater balance is building. I again request Member States to work closely with the Secretariat in proposing suitably qualified female candidates willing to be deployed to peacekeeping contexts.

39. In a further step towards increasing the number of women deployed in uniformed peacekeeping functions and specifically towards meeting the 10 per cent target for female deployments established by the Department of Peacekeeping Operations in consultation with troop- and police-contributing countries, the Department continued its policy discussions, initiated in 2006, with troop- and police-contributing countries. This outreach effort has extended to both traditional troop- and police-contributing countries such as Ghana, India, Nigeria and Pakistan, as well as recent contributors such as China and El Salvador. Following policy

dialogue with troop- and police-contributing countries held in Pretoria, South Africa, in February 2007, four Member States (Argentina, Nigeria, Pakistan and South Africa) agreed to review and strengthen policy measures at the national level to facilitate the deployment of women to peacekeeping missions in future. I would like to commend these efforts. Member States further agreed to work towards matching the number of women deployed to peacekeeping missions to the actual percentage of women in their national military or police services, and also agreed to review the qualification requirements for the recruitment of women to military and police services in order to remove those that discriminate against women (for example, biometric requirements).

40. Responding to General Assembly resolution 58/257 calling for the reform of the Field Service category, the Secretariat undertook a comprehensive review of historical and projected civilian staffing requirements and the staffing strategies employed over time to meet the specific needs of peacekeeping. The addendum to the report of the Secretary-General on investing in people (A/61/255/Add.1 and Corr.1) proposed the establishment of 2,500 civilian career peacekeepers in both the Field Service and Professional categories performing functions required in virtually all peace operations, who would be managed centrally. The report of the Secretary-General on civilian career peacekeepers (A/61/850) provides further information on the management and operation of the proposed 2,500 civilian career peacekeepers.

41. At the request of the General Assembly, the International Civil Service Commission (ICSC) reviewed the range of the Secretariat's proposals for reform of contractual arrangements and conditions of service in the field.[2] In the addendum to its report for the year 2006,[3] the Commission supported the phasing out of the 300 series of appointment of limited duration in non-family duty stations, the elimination of the mission-specific appointment, the designation of missions as family or non-family depending on the security phase and the introduction of the special operations approach for non-family duty stations in United Nations peace operations.

42. After considering the Secretary-General's human resources reform proposals, the Advisory Committee on Administrative and Budgetary Questions recommended approval of the Secretary-General's proposals to streamline contractual arrangements under one set of staff rules (see A/62/7/Add.14). The Committee also supported the proposal to designate missions as "family" or "non-family" duty stations based on the security phase and the proposal to replace the occasional recuperation break with paid rest and recuperation travel. The Committee recommended that the General Assembly defer consideration of the introduction of the special operations approach to allow sufficient time for the improvements associated with streamlined contractual arrangements to take effect. The Committee also did not recommend the establishment of the proposed 2,500 civilian career peacekeepers, since in the view of the Committee, the streamlining of contractual arrangements would eliminate the mission-specific appointment and allow international staff to become part of the global workforce, with the same mobility

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[2] See A/61/255 and Add.1 and Add.1/Corr.1, A/61/861 and *Official Records of the General Assembly, Sixty-first Session, Supplement No. 30, addendum* (A/61/30/Add.1).

[3] *Official Records of the General Assembly, Sixty-first Session, Supplement No. 30, addendum* (A/61/30/Add.1).

requirements and career development prospects as the rest of the Secretariat. The General Assembly is expected to consider these reform proposals during its sixty-second session.

43. Efforts continue to ensure that staff, including mission leaders, are better prepared for their assignments. The Integrated Training Service, located within the Policy Evaluation and Training Division, has devoted considerable attention to developing standardized training materials and distributing these materials to Member States and the peacekeeping training centres. The Service has also provided a range of multidisciplinary trainings and specific training courses for senior mission staff through the senior mission leaders course and the senior leadership induction programme. In addition, a senior mission administration and resources training programme is currently under development. The Service maintains close links with the Peacekeeping Best Practices Section to ensure that the latest developments in peacekeeping practice and theory are included in their training. The Service has also assisted in developing training for the integrated operational teams and a pilot course has been delivered to the Darfur team.

44. A central dilemma facing the Integrated Training Service is the problem of scale: it cannot provide training for the more than 100,000 personnel in the field. Thus, the Service collaborates closely with Member States and other partners who also engage in United Nations peacekeeping training. In response to requests from Member States, the Service will develop a strategy clarifying its role as a centralized training service focusing on five key areas: (a) policy development, including setting training standards aligned with the policies and guidance of the Department of Peacekeeping Operations; (b) enhanced support and advice to Member States engaged in peacekeeping training; (c) training support to field missions; (d) further development of senior leadership and management strategy; and (e) increased use of information technology, including the development of an Integrated Training Service website. A comprehensive assessment of field and Headquarters training needs will be conducted in early 2008.

45. The Department of Peacekeeping Operations and the Department of Field Support continue to take steps aimed at mitigating risks, including in the predeployment stage. The 2004 security risk management model developed by the Department of Safety and Security and the Department of Peacekeeping Operations, and endorsed by the Inter-agency Security Management Network, remains the primary system-wide tool to identify emerging threats and areas of vulnerability. It is against this backdrop that countrywide or area-specific security phases are determined by the Department of Safety and Security. However, as the United Nations security management system arrangements do not apply to uniformed personnel, military and police deployment generally proceed irrespective of the security phase in effect. The Department of Peacekeeping Operations, the Department of Field Support and the Department of Safety and Security are currently working on policy guidance that would bring under the security arrangements of the Department of Safety and Security all individual military and police officers deployed in field missions as "experts on mission". In this regard, the Department of Peacekeeping Operations and the Department of Field Support are seeking the support of the Special Committee for the creation of a full-time security focal point in the Department of Peacekeeping Operations in order to deliver a cohesive security management policy and to provide technical advice. In a similar vein, a dedicated safety focal point should be created in the Department of Field

Support to assist the Under-Secretary-General for Field Service in exercising strategic oversight of safety-related measures within missions led by the Department of Peacekeeping Operations and the Department of Political Affairs.

46. Much of the capacity to plan for and address contingencies related to the safety and success of missions and their personnel is in place. All missions are required to have an updated security plan that takes into account various contingencies. Work needs to be done to ensure that all security assets (host Government, United Nations civilian, United Nations military and United Nations police) are coordinated for both day-to-day and contingency security operations.

Doctrine

47. Doctrine remains one of the central pillars of the reform effort launched by the Department of Peacekeeping Operations in 2005 and progress has been made towards the development of a comprehensive body of guidance materials for peacekeepers. Policy directives have been issued on quick impact projects, reinforcement for field missions, and staff welfare and recreation, as well as guidelines on a range of issues, including the participation of women in elections and police officers on assignment with peace operations.

48. A key priority for the Department of Peacekeeping Operations and the Department for Field Service in the past year has been the development of an overarching guidance document, formerly referred to as the "capstone doctrine", which aims to provide practitioners and partners with a comprehensive overview of the principles and concepts guiding the planning and conduct of contemporary United Nations peacekeeping operations. To that end the Peacekeeping Best Practices Section engaged in a wide consultative process involving expert-level regional workshops which brought together representatives of the major troop- and police-contributing countries, donor countries, United Nations staff and leading academics. Consultations were also held at United Nations Headquarters with Member States and United Nations system partners.

49. The guidance document constitutes the first attempt in over a decade to clarify the nature and scope of United Nations peacekeeping operations for the benefit of peacekeeping practitioners and partners. It should be considered a living document that will need to be updated and reviewed to reflect the evolution of United Nations peacekeeping operations. To that end the highly constructive dialogue that has taken place between the Secretariat and the Member States should continue in the coming years to ensure that the document remains a useful guide for United Nations peacekeepers.

50. Despite these significant developments, personnel in the field and at Headquarters still lack clear guidance on a number of critical issues and tasks, such as the protection of civilians, civil-military coordination, mission integration and risk management. Given the surge of United Nations peacekeeping operations, ensuring that United Nations peacekeepers have access to high-quality guidance and that the guidance is aligned with training is both an operational necessity and a daunting challenge requiring significant support.

Partnerships

51. Since the Peace Operations 2010 priorities were first identified, peacekeeping partnerships have evolved rapidly. The objective of enabling cooperation with the many different partners in the field — regional organizations, international financial institutions and other development partners, humanitarian actors and non-governmental organizations as well as the private sector — remains the same. The nature of these partnerships, however, has become far more complex and raises serious questions for United Nations peacekeeping as to how partnerships can be taken forward in a consistent and practically effective way across all the environments in which we are engaged.

52. Regional organizations are the only other multilateral bodies with institutionalized peacekeeping capacities and as such are essential partners to the United Nations. The Member States of regional organizations is drawn from the States Members of the United Nations and we rely on the same Member States to provide the political and resource support for all peacekeeping. Increased cooperation with the African Union, the European Union and other regional actors can contribute to overall knowledge and capacity, encourage effective collaboration based on comparative advantage, facilitate the efficient use of finite global resources, and serve as a means of exchanging best practices and transferring expertise.

53. UNAMID and the United Nations Mission in the Central African Republic (MINURCAT) are significant departures from previous models of United Nations-regional organization cooperation in peacekeeping, such as bridging or transition operations. The political and other imperatives that have led to the establishment of these joint operations also pose challenges for effective delivery in the field. Familiarity with respective peacekeeping structures and procedures, established detailed technical frameworks for cooperation and effective liaison arrangements are essential for joint operations to succeed. A balance must be struck between the development of institution and case-specific arrangements and the elaboration of a transparent, global framework for cooperation. We need to move from a series of bilateral partnerships to an interlinked collaborative network that can facilitate coordination among regional and subregional peacekeeping partners in each specific environment. It will be important that a careful review of the lessons of UNAMID and MINURCAT is undertaken in due course to inform future partnership arrangements.

54. Partnership also includes those actors that bring distinct and complementary contributions to early economic recovery and development, including the World Bank and other international financial institutions as well as United Nations and non-United Nations development partners. Events in the Democratic Republic of the Congo, Haiti and Liberia demonstrate that United Nations peacekeeping operations can assist the impact of early recovery activities and provide direct operational support to institution-building activities in areas such as the rule of law, security sector reform and economic governance. We have made some progress in linking overall strategic approaches through the integrated mission framework and better alignment of respective planning processes. It is proving far more difficult, however, to translate this into practical collaboration through joint frameworks, programmes and activities. The administrative and financial procedures of the United Nations undercut the system's ability to deliver as one and, in an integrated

mission context, make it difficult to structure joint initiatives with external partners. Operational collaboration with development partners will be a priority for United Nations peacekeeping and must involve consideration of how mission resources, as well as procedures, can help catalyse post-conflict recovery.

55. In recognition of the importance of effective partnerships, Member States supported the establishment of a small partnership capacity in the Department of Peacekeeping Operations in 2007. Its early activity has reaffirmed the gains to be had by building effective linkages between United Nations and non-United Nations partners. In due course we will need to review and assess, including through input of United Nations peacekeeping partners, this nascent capacity and how we can reinforce and build on it.

Resources

56. Working in close cooperation with currently deployed peacekeeping operations and Member States, the Department of Peacekeeping Operations has progressed on the development of enhanced rapidly deployable capacities. In response to the request of the Special Committee to continue to explore different options in consultation with Member States, produce a generic deployment policy and conduct a reinforcement needs analysis and revise periodically, the Department of Peacekeeping Operations developed in early 2007 a draft policy on reinforcing field missions through the deployment of enhanced rapidly deployable capacities. This policy initiated analysis and assessment to determine which missions required enhanced rapidly deployable capacities support. Five missions were identified as most needing enhanced rapidly deployable capacities support in the short term, UNIFIL, UNMIS, the United Nations Operation in Côte d'Ivoire (UNOCI), UNMIL and the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). A strategic reinforcement needs assessment was subsequently completed for each mission, which determined the enhanced rapidly deployable capacities size, type and response times required.

57. To formally ascertain the willingness of troop-contributing countries with the requisite operational capabilities and interest, a note verbale was sent to 21 Member States to formally request enhanced rapidly deployable capacities support to address mission-specific requirements for the five missions. Member States were briefed informally on 17 December 2007 and will be informed of the outcome of the Secretariat's request for enhanced rapidly deployable capacities support during the 2008 session of the Special Committee. These discussions will inform our further thinking on this important issue and assist in determining our future course of action.

58. The standing police capacity, comprising of 25 Professional and 2 administrative staff, will be fully operational by early 2008. All 27 incumbents have been selected, of whom 18 reported for duty between April and December 2007. Approximately 25 per cent of the Professionals are female police officers, a milestone in the recruitment of United Nations police officers.

59. The standing police capacity has been increasingly involved in activities ranging from assessment to strategic planning, training, selection and deployment. In July 2007, the standing police capacity was directed by the Under-Secretary-General of the Department of Peacekeeping Operations to take the lead on the police planning for MINURCAT. The standing police capacity conducted strategic and

operational planning within the concept of an integrated mission planning process, drafted the police concept of operations; developed comprehensive training programmes for Police tchadienne pour la protection humanitaire (PTPH); developed a detailed portfolio of police projects; engaged donors, helped to set up a mission trust fund; and drafted a police-related agreement to be signed by MINURCAT and the Government of Chad. An initial complement of nine standing police capacity members was deployed to MINURCAT during the last quarter of 2007 to provide the initial leadership of the police component.

60. With the establishment of two major missions (UNAMID and MINURCAT) with important police components in the past 12 months it has become clear that the demand for standing police capacity support in starting up new missions, providing assistance to existing ones and conducting evaluations and assessments outstrips its limited resources.

61. The Department of Peacekeeping Operations is continuing plans for the redeployment of all the standing police capacity members to the United Nations Logistics Base at Brindisi, Italy, by the beginning of 2009. A comprehensive report on the initial standing police capacity activities will be prepared by a panel of experts, including representatives of Member States, and submitted in mid-2008. The report will include issues relevant to the future of the standing police capacity, including its core functions, as well as the required strength, needs of expertise and location of its base.

Organization

62. The further development and implementation of the integrated mission planning process, in close consultation with integrated mission planning process partners across the United Nations system, has focused on policy issues, the design of guidance materials and building human resources capacity in the field.

63. The revised integrated mission planning process guidelines have informed the planning efforts of new missions (Burundi, Darfur and Timor-Leste), missions adapting to changed political and security conditions (Côte d'Ivoire, Democratic Republic of the Congo, Haiti and Liberia), as well as missions refining their current plans (Sierra Leone and the Sudan). In the absence of formal integration of the integrated mission planning process in the internal processes of all United Nations entities, however, such implementation has been ad hoc, and has been more extensive at the country level than at Headquarters. Experience to date has provided important insights into planning and operational processes and procedures, which will require further strengthening through discussions with stakeholders.

64. A comprehensive set of operational guidance notes are under development to translate the integrated mission planning process from policy prescriptions into standard practice. They are expected to be completed by the first quarter of 2008. In the area of training, the Integrated Training Service and the integrated mission planning process adviser will prepare integrated mission planning process training material to support a training of trainers programme with modules for senior managers and working level planners. The integrated mission planning process adviser who will advise the integrated operational teams and report to the Assistant Secretary-General/Office of Operations, is expected to be recruited in early 2008. With the appointment of integrated mission planning process officers in the Office for the Coordination of Humanitarian Affairs and the United Nations Development

Group, and of focal points in the Department of Political Affairs and the Peacebuilding Support Office, the United Nations system is well on the way to developing core Headquarters expertise to facilitate implementation of the integrated mission planning process and further develop policy and guidance materials. Field level planning capacity should be provided from the earliest days of the establishment of a peacekeeping operation.

65. The Special Committee on Peacekeeping Operations has devoted a great deal of attention to one form of serious misconduct, namely sexual exploitation and abuse. I congratulate Member States for the significant progress that has been achieved during the past year, notably the establishment of posts in the conduct and discipline units at Headquarters and in missions and the adoption by the General Assembly of resolution 61/267 B of the revised draft model memorandum of understanding between the United Nations and troop-contributing countries.[4] In addition, significant progress has been made with regard to the draft comprehensive policy and strategy on victim assistance (see A/60/877, annex).

66. The new provisions on misconduct[4] have been incorporated as amendments to the model memorandum of understanding contained in chapter 9 of the "Manual on Policies and Procedures Concerning the Reimbursement and Control of Contingent-Owned Equipment of Troop/Police Contributors Participating in Peacekeeping Missions (COE Manual)" (A/C.5/60/26, annex). In all new negotiations with potential troop-contributing countries, the new amended model memorandum of understanding is being used as the basis for negotiations. In addition, it is also the intention, subject to review by the Office of Legal Affairs, to amend already signed memorandums of understanding with current troop-contributing countries with the new provisions on misconduct.

67. With respect to investigations and cooperation with the Investigation Division of the Office of Internal Oversight Services, discussions are ongoing to develop guidelines and a modus operandi that will address some of the major challenges associated with investigation of the most serious allegations. In this connection, and in order to bring added transparency into the system, the misconduct tracking system designed to report, record, track and analyse allegations of misconduct is being pilot tested for launch in the second quarter of 2008.

68. The draft comprehensive policy and strategy on victim assistance (see A/60/877, annex) was the subject of review by an ad hoc open-ended working group of the General Assembly established in July 2007. It completed the consideration on 7 December 2007 and endorsed a revised strategy (see A/62/595) on 21 December 2007, in its resolution 62/214 the General Assembly adopted the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel. The Strategy enables the United Nations to help victims of sexual exploitation and abuse perpetrated by United Nations personnel. Under the strategy, victims will receive assistance to address their needs directly arising from the exploitation or abuse suffered. Assistance may include medical treatment, counselling, social support, legal services or material care. In addition, the Strategy recommends that the United Nations work with Member States to facilitate, within their competence, the pursuit

[4] A/61/19 (Part III), annex. For the final text, see *Official Records of the General Assembly, Sixty-first Session, Supplement No. 19.*

of claims related to paternity and child support. The Department for Field Support and the Office for the Coordination of Humanitarian Affairs will commence drafting an implementation guidance note that can be used in the field to implement the Strategy.

69. A comprehensive review on welfare and recreation is being prepared, as requested by the General Assembly in its resolution 59/300. Information for the review has been collected from Headquarters and four peacekeeping missions (MONUC, ONUCI, UNMIS and the United Nations Stabilization Mission in Haiti) and a progress report is being finalized for consideration by the Special Committee on Peacekeeping Operations. Should the strategy be approved, financial resources from mission budgets may be required.

70. A mission-focused communications campaign to combat prostitution/ transactional sex in missions is under way, including field-based workshops to develop strategies. Implementation of these strategies will commence in Côte d'Ivoire, the Democratic Republic of the Congo, Haiti, Liberia, the Sudan and Timor-Leste in January 2008. The campaign, funded by donor contributions, is part of a broader prevention effort to align peacekeeping personnel behaviour with United Nations standards of integrity and conduct.

71. The Special Committee and the Sixth Committee were mandated to consider a first report of the Group of Legal Experts on ensuring the accountability of United Nations staff and experts on mission with respect to criminal acts committed in peacekeeping operations (A/60/980). The Working Group of the Sixth Committee met in October 2007 to consider a note submitted by the Secretariat (A/62/329), outlining a series of short-term measures which could be implemented by the Assembly, as well as expressing support for the eventual negotiation of an international convention on the criminal accountability of United Nations officials and experts on mission. This resulted in the adoption by the General Assembly on 6 December 2007 of resolution 62/63, in which it strongly urged States to extend jurisdiction to cover criminal misconduct of their nationals while serving as United Nations officials or experts on mission. Additionally, the Assembly encouraged States to cooperate with each other and with the United Nations in the exchange of information and in facilitating the conduct of investigations, and, as appropriate, the prosecution of the relevant persons. The Assembly urged the Secretary-General to continue to take practical measures to strengthen training on United Nations standards of conduct. The Secretary-General was also requested to reveal all alleged crimes to the States against whose nationals such allegations are made, and to request from those States an indication of the status of the cases. Finally, the Secretary-General was requested to report to the Assembly at its sixty-third session on the implementation of the resolution on the basis of information received from Governments.

72. As far as training activities are concerned, the Conduct and Discipline Unit in cooperation with other services, in particular the Integrated Training Service, has finalized the standard training modules 2 and 3 on combating sexual exploitation and abuse addressed to mid-level managers and commanders and to senior mission leadership, respectively.

IV. Observations

73. The year 2007 has been a momentous one for United Nations peacekeeping. The Secretariat has initiated the most significant reform of peacekeeping since the reform undertaken in response to the recommendations of the Panel on United Nations Peace Operations. Simultaneously, the United Nations has embarked upon mounting the largest and most complex peacekeeping operation to date — Darfur, while continuing to provide sustained support to the 18 ongoing peacekeeping operations.

74. The present report points out some key areas that may need further strengthening as the Department of Peacekeeping Operations and the Department for Field Support meet the relentlessly continuing surge in complexity, demands and size of United Nations peacekeeping and continue reform efforts under Peace Operations 2010 to ensure that the Peacekeeping Group is positioned to meet future challenges. This effort also requires that we seek ever more flexible, creative and cost-effective approaches to managing and conducting peacekeeping operations. We must continue to adapt peacekeeping, in particular by learning lessons from the field. The capacity of United Nations peacekeeping to learn and to evolve lies at the heart of its success.

75. The broad and complex mandates of today's multidimensional peace operations reflect the varied civilian, military and police capabilities required to provide support to a fragile peace process. These tasks include the provision of advice and support to political transitions and assisting in the development of political structures, helping to restore State authority and promote public security, strengthening rule of law institutions and supporting judicial and legal system reform, ensuring humanitarian assistance, protecting civilians, supporting disarmament, demobilization and reintegration and security sector reform and the holding of elections, and putting in place the beginnings of economic recovery.

76. The majority of these tasks result from the extension of peacekeeping into early peacebuilding. This is how it should be, given that neither process begins or ends at a predetermined point, but is rather composed of a range of overlapping and mutually complementary activities. It is essential that the resources, attention and momentum that accompany the deployment of a complex peacekeeping operation should be harnessed so as to provide a common strategic vision to guide the activities of the United Nations towards overall peacebuilding. This necessitates that the peacekeeping operation provide a common framework for United Nations activities in the early stages of peacebuilding.

77. Notwithstanding the challenges, integrated missions remain the best vehicle to ensure a coherent, system-wide approach to the United Nations engagement at the country level to provide early support to consolidating sustainable peace. A peacekeeping operation is just one piece of the broader picture and sustained efforts by all partners remain pivotal to integrated approaches, in particular in relation to cross-cutting issues like gender and protection of civilians. This demands a continuous dialogue between all concerned actors, including the peacekeeping operation, United Nations agencies, funds, and programmes and Member States. It is vital that the Member States and the United Nations system continue to devise ways and means for effective collaboration to maximize the impact of our engagement in post-conflict situations. This also requires consistency in the

prioritization of country programming and coordinated resource mobilization efforts by Member States, and a readiness by all to be coordinated by nationally led priorities.

78. The surge in peacekeeping also places increasing demand on Member States to provide qualified personnel and assets. This is not a question of numbers alone but a question of ensuring that qualified and well-trained units, in particular specialized capacities, air assets and other logistical support, are available to implement the mandates authorized by the Security Council. It is essential, therefore, that Member States match the resources and logistics with the tasks of the missions. The risks in not doing so are no more apparent than in Darfur, the most complex operation of the United Nations to date, which carries with it the greatest risk of the past 10 years. If Member States do not provide the timely support required to deploy and sustain UNAMID, the Operation will face serious risks and, potentially, the risk of failure.

79. The demands on United Nations peacekeeping test the will of the international community as a whole. To be effective, United Nations peacekeeping relies upon the concrete contribution of the Member States in personnel, finances and political support. Indeed, strong political support from the Member States remains the sine qua non for success. As such, I call upon the Member States to collectively meet today's peace and security challenges and, in particular, to provide the unity of political support required for successful implementation of the mandates of United Nations peace operations. In the final analysis, this is the single most critical asset for the success of United Nations peacekeeping.